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The Research on Socialization of Public Affairs Administration

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Abstract: Socialization is the fundamental value orientation of public affairs administration reform. This article denies the view of simply equalizing socialization to marketization or nongovernmental practice and indicates that the essence of socialization is to break the pattern of government functions and public affairs integration, endow public affairs organizations legal entity status, introduce competition mechanism and enlarges nongovernmental participation space, and then provide public affairs services for general citizens efficiently. It, based on analyzing essential connotation and fundamental motivation of socialization, highlights the discussion on the symbols to measure socialization as well as the approaches to promote socialization.

Keywords: public affairs administration; socialization; symbol; and approach

1. THE CONNOTATION INTERPRETATION OF SOCIALIZATION

The reform orientation on public affairs administration “socialization” has yet gained widespread approval from both political and academic circles. There are disputes however among either policy aspect or academic one regarding the issue of “What socialization exactly is”. There are currently two extreme views on the understanding of socialization: one of them believes that socialization is equivalent to marketization, and society-orientation is just the same as entering market; the other thinks that socialization is equivalent to nongovernmental participation and it achieves the non-profit and nongovernmental nature for public affairs carrier. The former focuses on pushing public affairs organizations into markets and uses market mechanism to settle public affairs supply issue. Profit maximization, however, is the core driving force of marketization, which is very likely to dissimilate public affairs organizations into enterprises and the non-profit nature of them will completely disappear. The latter stresses to transform public affairs organizations into nongovernmental ones and uses social mechanisms to resolve public affairs development issue. Buy it is inescapable obligation for governments to initiate public affairs, there are legal speculations for “Governments fund to set up public affairs”, and it therefore will be a “Mission impossible” to completely change public affairs into nongovernmental practice. Thereby, it is inappropriate to simply equalize socialization to marketization or nongovernmental practice.

Regardless of the common ground among socialization, marketization, and nongovernmental transform, there is, however, qualitative difference as well. All the three believe it is necessary to conduct “nongovernmental transformation”, or reforming government-control-patterned public affairs administration mode, to let public affairs organizations get rid of government-“tailpiece” situation and

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become independent social entities. Although socialization contains "factors" of nongovernmental transformation, market mechanism, and non-government funding, etc; but socialization is by no means equivalent to marketization or non-government funding transformation. China has yet initially established ternary structure of state, market, and society and developed three types of organizations of governments, enterprises, and public affairs organizations, and formed three corresponding operational mechanisms of national mechanism, market mechanism and social mechanism. Socialization is in fact not any of these three mechanisms, and it means to balance the proportion of these three mechanisms among public affairs operation instead. Socialization doesn't imply to change the inherent properties of public affairs organizations; it precisely "returns" to the nature of them instead. Socialization is not just the small change in government management functions and approaches; it repositions and completely adjusts the relationship between governments and public affairs organizations. Overall, socialization is neither marketization nor non-government funding practices. And its essence is to break the pattern of government functions and public affairs integration, endows public affairs organizations legal entity status, introduces competition mechanism and enlarges nongovernmental participation space, and then provides public affairs services for general citizens efficiently.

Public affairs administration socialization primarily includes four types of contents: The first one is organization socialization. Change government dependency status of public affairs organizations and become independent legal entities with self-management and self-restraint. The second one is service socialization. Break the constraint of internal fragmentation and different ownership among organizations and determine public affairs service supply based on public demands by following the principle that production depends on consumption. The third one is distribution socialization. Change the existing administrative and unitary distribution mode for public affairs resources and perform resource distribution with various forms of society, markets, and administration, etc to improve public affairs resources distribution efficiency based on social demands. The fourth one is social security socialization. Socialization indicates social public affairs are operated by society itself, public affairs organizations moves to society, and previous "state people" and "public institution people" will become "society people". It needs to completes insurance systems of pension, medical care, and unemployment and uniformly include them into social security systems to establish "safety net" on behalf of the sound and sustainable development of public affairs.

2. THE FUNDAMENTAL MOTIVATION OF SOCIALIZATION

2.1 Social affair differentiation

Public affairs' proportion constantly increases with the development of human society as well as the change of lifestyle, making it difficult or impossible for governments to undertake the administration of these public affairs. Under such pressure, there comes out pure public affairs and quasi public affairs. Among which the management of pure public affairs still belongs to governments while quasi public affairs that governments "should not manage or can not manage" are therefore left to society. Public affairs' proportion promotes the change of public affair organizations from unitary structure (governments) to binary structure (governments and public affairs organizations), quasi public affairs then gain government-delivered carrier – public organizations. If there is no public affairs differentiation and the generation of binary structure of public affairs organizations, there will be no holders for the quasi public affairs left to society. Social affair proportion provides objective condition for socialization.

2.2 Resource optimization

There are inherent defects in "publicly provided" quasi public product, since it goes off the best state of resource distribution. It normally needs a complicated decision-making process from quasi public product demand generation to the time for governments start supplying, evidently behind public demands in terms of efficiency. Government-made supply policies often tend to average demand and generate deviation with partial people's preference: inadequate supply to high demand and over supply to lower demand. This mode gets funding from taxes and it is impossible for taxes to keep neutral in income distribution, and it violates market rule of "Product share a person gets depends on his/her contribution", generating extra

benefit loss. It needs to seek social forces beyond governments to achieve optimized distribution of quasi public product resources. Resource optimization proposes real demands for socialization.

2.3 Costs reduction

As tailpieces of governments, traditional public affairs organizations tend to focus their vision and energy on government funding. Excessive pursuit of budget maximization while ignoring costs management generates the result that general citizens, as both consumers and tax payers, bear the additional costs innocently. Socialization is one of the main approaches to reduce public affairs management costs. And it clearly defines properties that public affairs “virtually bought” in both laws and reality, blocks the way that public affairs organizations intends to gain operational costs through government funding, and forces managing people to have to focus on reducing management costs. Socialization pushes public affairs organizations to markets and competition pressure then urges them to decrease service costs to improve market competitiveness. Costs reduction provides internal driving force for socialization.

2.4 Efficiency improvement

Low public affairs administration efficiency has grown into an indisputable fact. Long-term public affairs “monopoly” from governments makes it difficult for social resources go into public affairs field, leaving inadequate investment and output for public affairs. “Monopoly” leads government-hosted public affairs organizations to losing the driving force to improve efficiency in a competition-inadequate environment. In real operation, public affairs organizations’ operational mode follows administrative agencies with inadequate accountability mechanism, incentive mechanism, constraint mechanism, and risk mechanism as well as vitality shortage, overstaffed personnel, and low efficiency. “Maximized resource usage efficiency” and “sound management objective implementation” are two important dimensions to measure public affairs administration efficiency, and socialization has the values to improve social resource usage efficiency and archive public affairs administration. Efficiency-boosting provides socialization goal.

3. THE SYMBOL OF SOCIALIZATION

3.1 The proportion of nongovernmentally operated public affairs

The proportion of nongovernmentally operated public affairs, which restrains the possibility to initiate public affairs through nongovernmental forces from systematical arrangements. Nongovernmental forces become the primary entity to host public affairs with features of: the capitals for public affairs development transforms from state-owned capitals to social capitals or financed capitals, the sole capitals vertically invested by governments changes to multiple capitals horizontally invested by society, and risks centrally undertaken by governments goes to risks separately undertaken by society. In the process of hosting public affairs, the size of ratio between nongovernmental power (non-state assets) and governmental power (state assets) determines the extent of the socialization of public affairs administration. The higher the proportion of social power is, the higher the extent of socialization is. From this point of view, what socialization highlights is to alleviate national financial pressure, strengthen public affairs investment from society, and achieve “Society itself runs social affairs”.

3.2 The number of delivered public affairs

Under the arrangement set by government and public affairs integration system, governments tend to take public affair organizations as their subordinates and thereby overall manage operational decisions, staffing, and funds spending, which in fact reflects the state that governments operate the whole show of public affairs, depriving the power public affairs organizations manage quasi public affairs as independent entities. Government and public affairs separation is the important driving force to promote socialization as well as the central linkage to strengthen service functionality in public affairs organizations. Socialization promotion indicates that governments release quasi public affairs to the public affairs organizations belong to “general citizens themselves” to let the organizations become the carries to administer public affairs as

independent legal entities. Therefore, the amount governments deliver and transfer public affairs to public affairs organizations determines socialization extent.

3.3 The power of volunteers' participation

The volunteers' number and how much service volunteers contribute is an important element to reflect the socialization extent of public affairs administration. Almost all public affairs organizations worldwide directly or indirectly depend on the participation from common citizens. Volunteers contribute their time, energy, and techniques based on free will rather than personal obligations to improve public affairs administration efficiency and increase social welfare instead of aiming at gaining remunerations. Breadth and depth of volunteers' participation in public affairs is one of the symbols to measure socialization.

3.4 The proportion of social compensation in the income

Socialization will break the pattern that public affairs organizations mainly obtain their funds from "big pot" of the state; their funds primarily come from society. The social compensation income's proportion in total income of public affairs organizations affects the level of public affairs administration socialization. Traditional public affairs organizations primarily depend on governments' financial support with lower self-survive ability; once there is a government support shortage, they will be in trouble due to inadequate funds. Socialization let public affairs organizations get higher financial compensation ability, which are reflected in two aspects: one is to perform consumption compensation through constantly improving commercialization extent of quasi common products and charging certain fees from consumers; another is to perform donation compensation through keeping improving their social credibility and gaining trust and support from public.

3.5 Social contribution rates from public affairs organization

Socialization let public affairs organizations collect huge nongovernmental material and human resources, owning higher independency and autonomously. Public affairs organizations proactively operate in modern society as "third power" and their importance is just like "lighting up thousands lights". Contributions from public affairs organizations in social service dimension mainly reflect as constituting a service industry, collecting employment channels, forming public affairs markets, playing an important role in activating markets, stabilizing society, and promoting economy growth. Therefore, the rate of social service contributions made by public affairs organizations is one of symbols to measure the socialization of public affair administration.

4. THE APPROACHES TO PROMOTE SOCIALIZATION

4.1 Change public affairs' concept

It is the only way to provide thinking power for promoting socialization to really change the concept of public affairs. People have established some stereotypes of "All public affairs must be hosted by the state and all public affairs goods can't be commercialized" due to constraints of planned economy system. And they become main factor to block socialized reform under market economy conditions. To smoothly promote socialized reform it must emancipate the mind, improve the awareness, and establish new concept on public affairs. The first one is it is not necessary that all public affairs must be hosted by governments directly. And it is totally possible to take various forms such governmental funds and nongovernmental support, nongovernmental funds and governmental support, or direct nongovernmental funding. Governments' responsibilities are to choose public affairs development objectives and ensure their achievement, and it is unnecessary for governments to directly participate public affairs operation. The second one is the most public affairs goods from education, culture, and medical care can be commercialized. But it needs to avoid complete commercialization tendency in commercialization process to balance the relation between public welfare nature and commercialization.

4.2 Conduct scientific classification

It is basic premise for promoting socialization to conduct scientific classification on public affairs organizations. The “public affairs organizations” in China are a type of organizations with high heterogeneity and mixed functions. Organization socialization unnecessarily means all public affair organizations can be socialized or suitable for socialization. It must conduct scientific classification on existing public affairs organizations to find out what organizations can be socialized and what can’t. Based on different functions, it can classify public affairs organizations into three types of administration, operation, and public welfare. For administration and operation types, they actually don’t carry “public affairs functions” regardless of the title of “public affairs organizations”; and they can’t be counted as real public affairs organizations. Administration-typed organizations carry governmental functions and naturally have no difference with government institutions. It is inherent requirements for administration-typed organizations to return to government institutions or refer to government institutions’ management patterns. Operation-typed organizations carry economic functions and are deserved to convert to enterprises. Stripping off administration-typed and operation-types organizations, the left-over public welfare typed public affairs organizations are socialization objects.

4.3 Implement government and public affairs separation

Socialization is “ice-braking” move toward “government and public affairs integration”. Government and public affairs separation is the important approach and primary driving force for promoting socialization. The essence of government and public affairs separation is to drive out “administration” from public affairs. It firstly needs to clearly define and divide functional scope of both governments and public affairs organizations and change subordinated and manipulated relationship between them to equal and coordinated one. Secondly, it needs to separate administration and public affairs funds to prevent governments and other people from taking and misusing public affairs funds. Thirdly, it needs to cancel the administrative staffing nature of public affairs personnel, take appointment upon skills system, and uniformly adopts public affairs organizational employment system. Lastly, it needs to separate management patterns of government and public affairs. Public affairs organizations cut off relationship with administrative institutions in terms of name ranking, employment and personnel, payroll and benefits, work objective check, financial management, and organization and operations, etc, cancel administrative rank, and establish independent operational mechanism and management method.

4.4 Rebuild public affairs system

Rebuilding modern public affairs system is the primary objective of socialization reform as well as the highlight and core to promote socialization. Modern public affairs system indicates a complete set of public affairs administration system fitting socialist market economy and public affairs development rules. It is the general term associated with various management systems for modern public affairs organizations. Rebuilding public affairs system includes following highlights: firstly, it needs to confirm non-governmental and non-profit natures of public affairs organizations in legal terms, entitle legal entity status of the organizations, and complete public affairs’ legal entity status. Secondly, it needs to change unitary government budget-to-investment compensation system and create multiple public investment and operational compensation system in terms of finance, operation, society, and policy, etc. Thirdly, it needs to set up a brand new personnel system with open, changing, fair, competitive, and active features as well as a unified income and expenses accounting system centering state-owned assets management and public affairs cost accounting. Lastly, it needs to construct a manifold supervision system with objective management, staff size restriction, accounting and auditing, and affair operation assessment, etc. Via rebuilding, it completely changes previous government management mode in public affairs administration to achieve scientific, democratic, legalized, and manifold public affairs administration.

4.5 Develop public affairs market

One of inevitable results of socialization is to lead to the creation of public affairs-typed markets. And public affairs-typed markets, on the other hand, are the support and “soil” of promoting socialization. Let’s try to think about if there are no public affairs-typed markets, public affairs organizations can not achieve the functions of exchange and supply; and public affairs products they produced then can not circulate into social consumption fields and providing public welfare services will become meaningless. There are primary following counter-plans to develop public affairs-typed markets: first, it needs to promote pricing reform in public affairs service sectors and improve commercialization extent of public affairs products. Second, it needs to intensify public consumption education, improve consumption capability and level, and reasonably guide residents’ consumption investment to promote the development of public affairs-typed markets. Third, it needs to proactively educate public affairs professionals understanding professional knowledge and familiar with market operation through a couple of approaches including establishing associated majors in colleges and engaging in social training, etc to provide professional personnel support for creating and developing public affairs-typed markets. Lastly, it needs to complete laws and regulations specific for public affairs-typed markets and conduct standardization management to let public affairs-typed markets develop in a sound and orderly direction.

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